
Examples of Regional Governance

Regional Governance

- Not New – Toronto 1953
- Growth in suburbs and regional competition leads to pressure for regionalism
- Useful to compare regions to each other
- Governance systems grow out of particular challenges and assets of regions

Elements of Governance

- Structure of the body
- Transportation Functions of the Authority
- Non-Transportation Functions (i.e., land use, economic development)
- Mode Responsibility of the Authority
- Financing structure.

Portland Metropolitan Area

- Elected separately. Six councilors elected by district, head region-wide.
- Integrated land use, transportation, solid waste, parks, and civic facilities
- Modality: Bus, light rail, roads
- Only prioritizes funding from Federal and state

Vancouver BC Metropolitan Area

- Created by Provincial Legislature & GVRD, overall planning body. Members appointed by GVRD.
- Engages in transportation planning, manages capital projects, sets up service contracts.
- Roads, bridges, bus, SkyTrain, light rail modality.
- Funded by Province, now has run into fiscal crisis.

San Diego Metropolitan Area

- Council of governments structure, membership decided by each participating municipal body
- SANDAG is MPO and RTPO. Transportation, land use, housing, economic development planning. Eminent domain, but no mandatory Growth Management
- Modality: Bus, roads. Constructing light rail, trolley, and BRT
- Additional funding source of a regional sales tax, along with Fed, State

Phoenix Metropolitan Area

- Voluntary inter-local agreement. Governed by elected officials of participating municipalities
- Participates in, but not responsible for regional planning, done by TPC, regional public/private partnership
- Modality: bus, van pools, light rail service in 2008
- Proposition 400 approves \$9 billion in regional funding over 20 years, in addition to Fed and state

Introduction

The Central Puget Sound is not the first North American region to tackle the issue of regional governance. Advances in transportation technology such as national highway systems and the tremendous growth of suburbs in the second half the 20th century created metropolitan networks that cross city and county lines. Because these metropolitan regions are governed by a fractured array of municipal and county governments that compete against one another for tax base inputs, addressing problems that cross jurisdictional boundaries has been a persistent challenge.

In 1953, the Greater Toronto Area became the first North American region to experiment with a formal regional government. The two-tier federated government implemented by the provincial legislature proved to be highly successful in its first 20 years, and served as the model for other regional experiments, including the Municipality of Metropolitan Seattle (“Metro”) system used in King County from 1958 to 1992.

Regionalism in transportation has taken several different forms in the United States and Canada, and there are probably as many different types of regional governance as there are regions. Criteria for characterizing, comparing, and evaluating regional governance systems have been suggested by commentators such as Larry S. Bourne, Anthony Downs, and Daniel Carlson. However, all three recognize that there is not a single superior form of regional governance; each region must select a system that works best with its unique challenges and assets.

This analysis compares the governance systems used by a sample of regions in Canada and U.S. The systems are compared along the following six criteria:

- **Whether Municipal Membership is Voluntary or Required**
Some systems are formed by a higher legislating authority that mandates participation (Portland, Toronto) while others are formed through voluntary associations of municipalities that coalesce in response to a strained transportation system (San Diego, Phoenix)
Trade-off: In general, voluntary associations tend to be more collaborative and popular, but have less binding authority when making difficult prioritizing decisions about scarce resources.
- **The Size of the Region**
Regional impacts of transportation vary depending on geography, density and demographics. Regional boundaries may be drawn narrowly to only incorporate single counties or central metropolitan centers (Charlotte,

Tampa-St. Petersburg), or they may be drawn more broadly across jurisdictional boundaries to capture both current and future impacts of regional growth.

Trade-off: Regional boundaries that are drawn too small may not be large enough to address regional issues and must be redrawn more frequently to accommodate growth. Regions that are too large struggle to address the service demands of urban, suburban and rural jurisdictions and can be politically unfeasible.

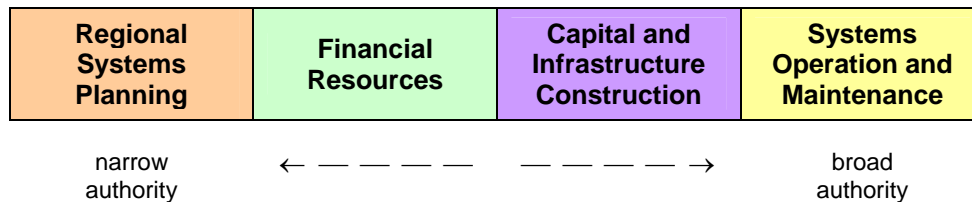
- **The Mode Responsibilities of the Authority**

Regional authorities can be formed to address roadway needs, transit needs, other multi-modal needs, or all of the above.

Trade-off: In general, regional transportation authorities that integrate roads and transit functions are best able to holistically evaluate and prioritize projects for the region (i.e. road and transit projects compete against each other for funding based on benefit to the regional system). However, regional roadway/transit authorities can have difficulty integrating diverse responsibilities.

- **The Transportation Functions of the Authority**

A regional transportation authority can be tasked narrowly with mere planning functions, or it can be given a broad mandate to plan, fund, build, and operate transportation amenities.



Trade-off: Consolidating more functions in a single regional authority improves transportation accountability and may improve coordination, but it also assigns dissimilar responsibilities to a single entity.

- **Land Use, Economic Development, and other Responsibilities**

Because transportation planning is intrinsically linked to land use decision-making, economic development, and other elements of regional growth, many commentators argue that these responsibilities should be integrated in a single authority.

Trade-off: In general, consolidating functions in a single authority allows for better coordination of transportation, land use and economic development objectives in project prioritization and funding, but it also concentrates a great deal of power in a single entity at the expense of municipal authorities and local interests.

- **Regional Authority Leadership**

Regional authorities can be governed by a directly-elected council, or a board of appointed municipal leaders. Elected council members may represent districts or the region at-large, though district-based representation must comply with constitutional “one person, one vote” provisions. Board decisions may be made by majority vote, supermajority vote, weighted vote, or some combination of the above. A board member’s term may be longer to encourage stability in regional planning and funding, or it may be shorter to promote responsiveness.

Trade-off: A directly elected governing board is more accountable to voters, but when facing a complex regional decision, an appointed board may be better insulated from political distractions, voter apathy, and/or ballot fatigue.

- **Revenue-Sharing or Sub-Regional Equity**

Metropolitan regions are fractured into municipal jurisdictions that compete with one another to attract tax base inputs. Because this system causes resource accumulation in some areas of the region and compounds resource deficiencies elsewhere, some commentators argue that regional systems should distribute resources to areas where they are most needed or where they will have the most regional benefit (Twin Cities, MN). Other commentators argue that the competition between jurisdictions improves municipal performance and that revenues should directly benefit the jurisdictions where they are collected.

Trade-off: Allocating resources according to need or maximum benefit (“resource-sharing”) can address some of the resource inequalities in a fractured region, but spending resources in the same jurisdiction (or “sub-region”) where they are collected ensures that regional investments are visible throughout the region in the short-term and can be politically popular.

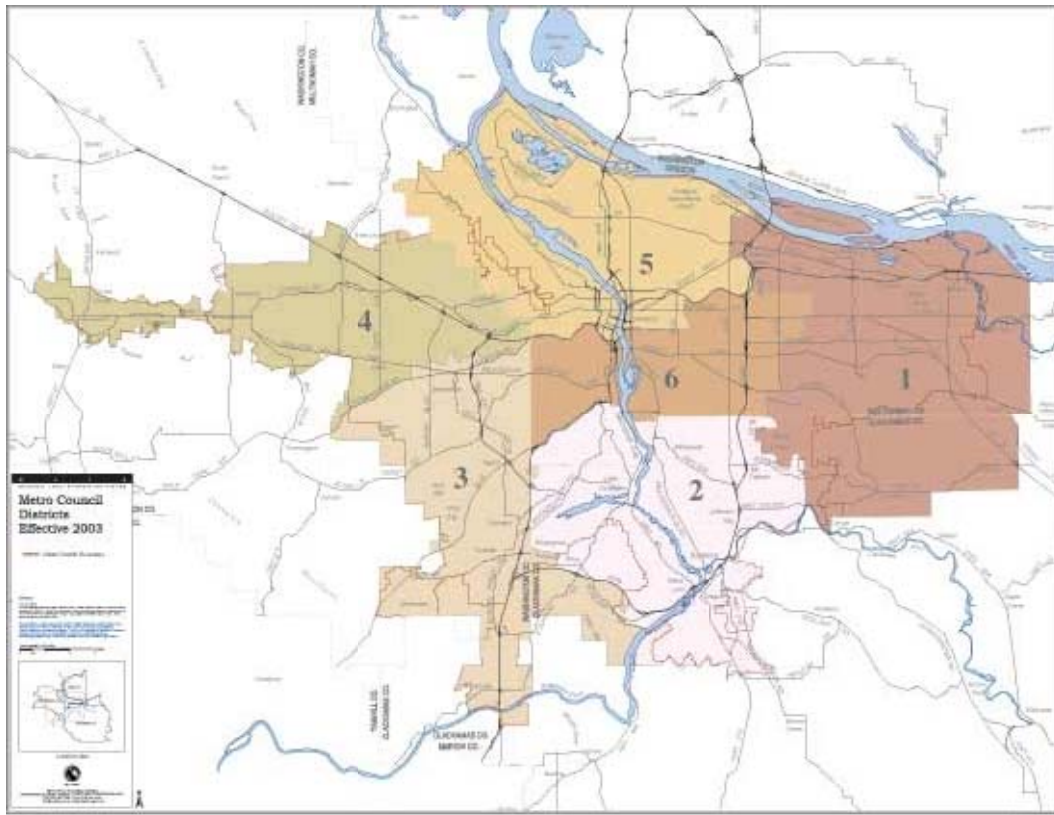
The Portland Region: Metro and the Metro Council

Overview

Metro is considered one of the more innovative regional governments operating in the United States for two reasons. First, it is unique in that it has the only directly-elected regional council in the United States, and operates under a home-rule charter. Second, it is also one of the few regional entities to fully integrate transportation functions with land use planning, solid waste management, parks & recreation services, and civic facility management.

The Region

Metro serves the 1.3 million people living in the urbanized areas of Clackamas, Multnomah and Washington counties and the 24 cities in the Portland metropolitan area. The region is 462 sq. miles, 86% of which is included in the Urban Growth Boundary designated by Metro (2005).



Primary Transportation Responsibilities

| | Regional Systems Planning | Financial Resources | Capital and Infrastructure Construction | Systems Operation and Maintenance |
|----------|--|--|---|-----------------------------------|
| Local | - | - | - | - |
| County | - | - | - | - |
| Regional | <ul style="list-style-type: none"> The region's principle planning agency. Plans investment and mobility strategies for the three-county area Congestion management | <ul style="list-style-type: none"> No taxing authority for transportation. Administers federal and state grants. | - | - |

Metro's primary transportation responsibility is regional systems planning. It fills this role in conjunction with its role as the region's primary land use planner and provider of regional parks, solid waste treatment, recreation services and exposition facilities. In this way, transportation plans are directly driven by regional land use policies and plans.

While Metro does have taxing authority independent of state and municipal governments, that authority does not fund transportation projects.

Metro serves as the region's federal Metropolitan Planning Organization (MPO) and allocates federal transportation funds (in conjunction with the Joint Policy Advisory Committee on Transportation or JPACT).

Structure

Since it was formed in 1979, Metro has been the nation's only elected regional government. Metro consists of seven members: six councilors elected by district, and a president elected region-wide. Terms are four years. Council governs by majority rule with the president voting only when there is a tie.

Metro and JPACT together function as the region's MPO and transportation policy-making body. The 17-member JPACT is an appointed body consisting of municipal officials, transit representatives, and representatives from various governmental agencies (including WSDOT).

Metro has seven departments:

- Planning
- Finance & Administration
- Public Affairs & Government Relations
- Human Resources
- Regional Parks & Greenspace
- Oregon Zoo
- Solid Waste and Recycling

Financing

Metro's only financing function is in the prioritization of transportation projects for the purposes of allocating federal funds. Local jurisdictions nominate projects from their transportation system plans to be included in the Regional Transportation Plan (RTP). Regionally significant projects that meet Metro's policies and goals are added to the RTP (financial constrained system) and are then eligible for federal funding. Every two years, regional decision makers choose which of the highest priority projects to fund.

History

Metro was formed in 1979 when voters approved it as a special service district to provide land use and transportation planning services, as well as solid waste management and operation of the metropolitan zoo. Over the years, the legislature charged Metro with additional responsibilities, including operation of regional parks, solid waste disposal, and operation of the Oregon Convention Center and other civic facilities.

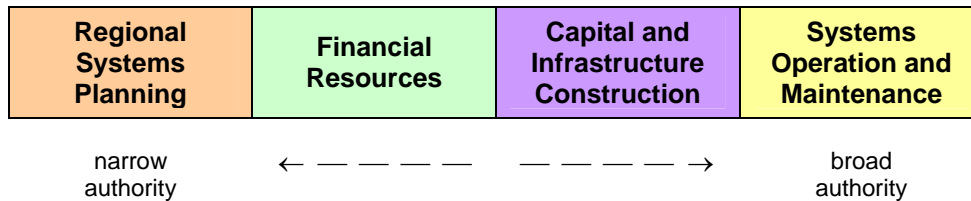
In 1992, voters elected to approve a home-rule charter for Metro, which gave the regional government powers beyond those expressly granted by the Legislature. The charter gives Metro authority to levy voter-approved taxes to support itself, as well as some limited applicability taxes that do not require voter approval. Metro can also charge fees for services it provides.

Governance Elements

- **Municipal Membership is Voluntary or Required**
Metro was created by voter-approved statute. Participation is not voluntary. Metro has strong authority over member jurisdictions in its approval power over local land use and transportation plans.
- **The Size of the Region**
The region is limited to the urbanized areas of the tri-county area (462 sq. miles). Regional leadership recognizes that some "spill over" affects are reaching beyond the region's jurisdiction, and that collaboration with adjacent regions is necessary.
- **The Mode Responsibilities of the Authority**
Metro's transportation responsibilities mainly relate to roadway projects. Transit services are provided by Tri-Met. However, in its transportation and land-use planning, Metro is recognized for its integration of multi-modal and non-motorized transportation systems.

- **The Transportation Functions of the Authority**

Metro's transportation functions are mostly limited to regional systems planning.



- **Land Use, Economic Development, and other Responsibilities**

Metro has a wider array of functions than any other MPO in the nation. Oregon's growth management system allows land use and transportation planning functions to be consolidated regionally, with minimal redundancy at the local or state level. The system requires that plans and policy goals be coordinated and approved.

- **Regional Authority Leadership**

Metro is unique in that it is governed by a directly-elected council, with six councilors elected by district and a president elected region-wide.

- **Revenue-Sharing or Sub-Regional Equity**

Metro has neither a revenue-sharing mechanism nor a sub-regional equity requirement in its transportation responsibilities. In the prioritization process, there is a RTP cap on the maximum dollar amount of the aggregate cost of the projects from each county (determined by a population formula), but there is no quota system in the funding process to guarantee equity. Instead, equity is one of the factors that Metro decision-makers consider in selecting projects to fund.

The Vancouver, BC Region: Translink and the GVRD

Overview

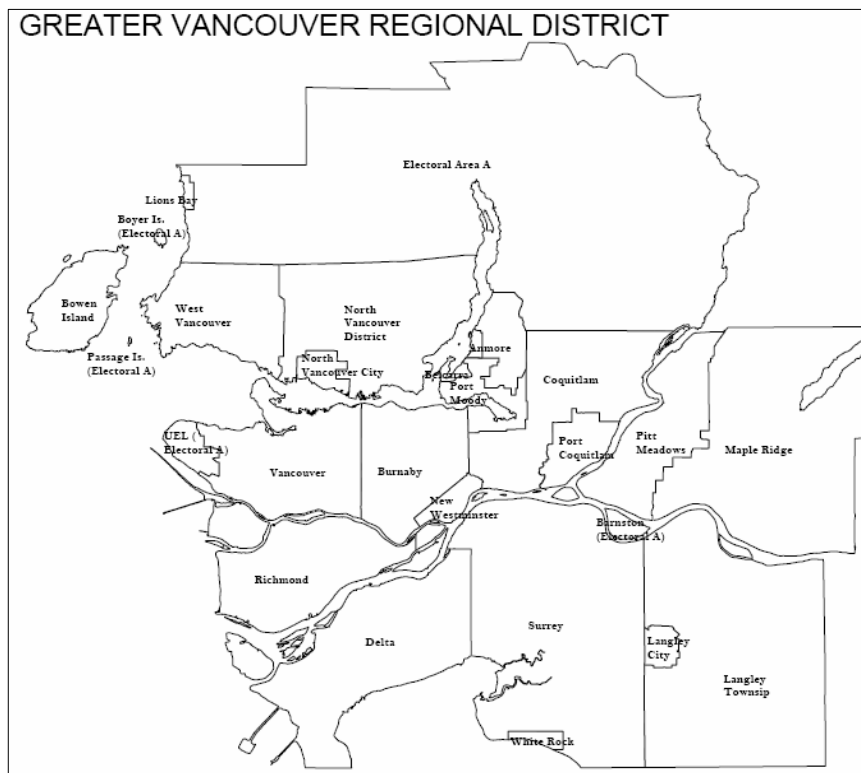
Translink is a creation of the Greater Vancouver Regional District (GVRD) and the provincial parliament. It was formed primarily to:

- Develop regional transportation plans
- Administer service contracts with subsidiary companies and contractors
- Manage capital projects
- Provide financial management

Road, transit and transportation demand management services to the public are provided by wholly owned operating subsidiaries or by contractors.

The Region

Metro serves the 2.1 million people living in the greater Vancouver area, included unincorporated areas (2005). The area encompasses approximately 1,110 sq. miles, 26% of which was urbanized (2001).



Primary Transportation Responsibilities

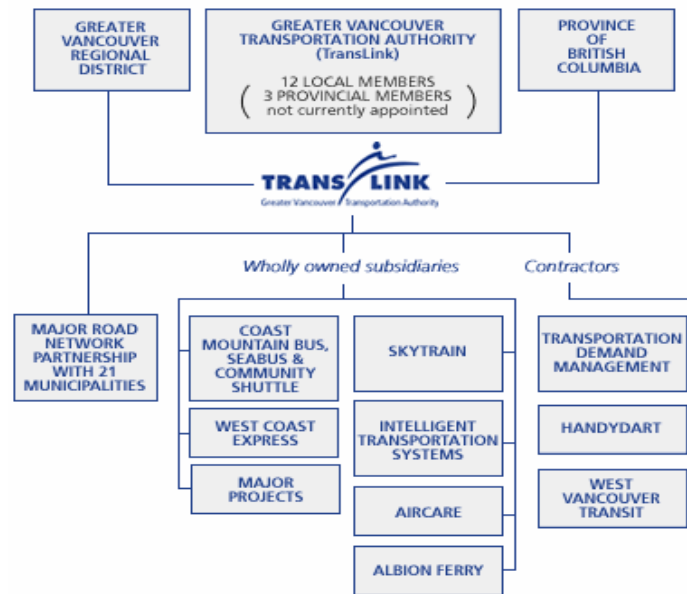
| | Regional Systems Planning | Financial Resources | Capital and Infrastructure Construction | Systems Operation and Maintenance |
|----------|--|--|--|---|
| Local | - | - | - | - |
| County | - | - | - | - |
| Regional | <ul style="list-style-type: none"> • Advises GVRD and cities on the regional growth strategy • Writes the regional transportation plan | <ul style="list-style-type: none"> • Provincial grants • Transit fares and service fees • Property taxes • Parking tax | <ul style="list-style-type: none"> • Builds systems necessary for the transportation system that are not part of the provincial system • Rapid transit project | <ul style="list-style-type: none"> • Operates regional transportation system • TDM programs |

By statute, the GVTA must: (a) manage and operate the regional transportation system; (b) develop and implement transportation demand management strategies and programs; (c) develop and administer programs for certifying motor vehicle compliance with regulations, made under section 50 of the *Motor Vehicle Act*, that do one or both of the following: (i) establish exhaust emission standards; (ii) specify the maximum levels of air contaminants that motor vehicles may emit into the outside atmosphere; (d) generate and manage funds necessary for its purpose; (e) acquire, construct and maintain any assets, facilities and other real or personal property required for the regional transportation system; (f) review, and advise the Greater Vancouver Regional District, the municipalities and the government regarding the implications to the regional transportation system of, (i) the regional growth strategy and any amendments to it, (ii) official community plans applicable to any part of the transportation service region and any amendments to those plans, and (iii) major development proposals and provincial highway infrastructure plans in the transportation service region; (g) prepare and implement strategic, service, capital and operational plans for the regional transportation system, including a strategic transportation plan; (h) from time to time, negotiate agreements with the government for contribution by the government to the funding of the capital costs of maintaining, improving or expanding the regional transportation system;

What's interesting here is what the authority is NOT responsible for: (a) construction, maintenance or regulation of any part of the provincial highway system or of any highway that is neither a major road nor part of a designated project, (b) the management, operation, construction or maintenance of the major road network, except (c) the planning, acquisition or construction of the Rapid Transit Project

Structure

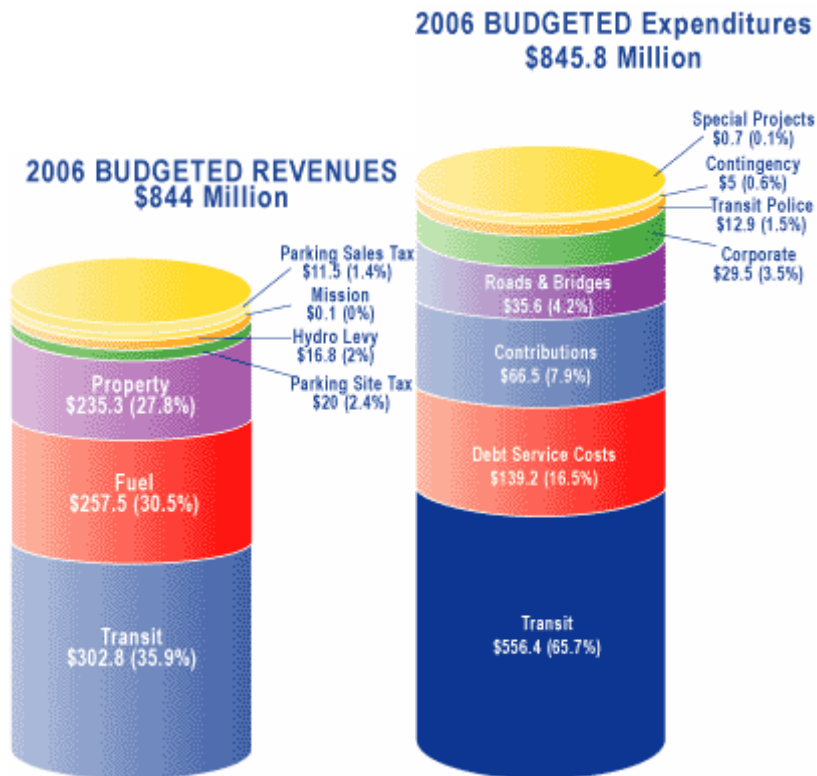
The GVTA board is comprised of 15 members, 12 of whom are appointed by the GVRD and three appointed by the Province. In December 2000, the three provincially appointed directors requested that their appointments be rescinded, citing conflicts between their role as a TransLink board member and as an MLA. The province has declined to appoint members since that time and the Board of Directors currently comprises 12 GVRD-appointed representatives. The GVTA functions independently of the GVRD board or any other agency but its programs and policies have to conform to the Livable Region Strategic Plan. Furthermore, any additional taxation or borrowing limits would have to be first forwarded to member municipalities for comment and, second, receive ratification by the GVRD Board.



Financing

As a municipal entity, TransLink is not legally permitted to operate at a deficit.

| (All numbers in thousands) | 2005 | 2004 | 2003 | 2002 |
|-------------------------------|------------------|------------------|------------------|------------------|
| REVENUES | | | | |
| Transit Fares and Advertising | \$292,402 | \$264,448 | \$248,571 | \$232,748 |
| Fuel Tax | \$254,628 | \$252,294 | \$242,748 | \$227,657 |
| Other Taxes and Levies | \$245,089 | \$158,792 | \$149,858 | \$142,250 |
| AirCare | \$ 26,653 | \$ 25,148 | \$ 26,606 | \$ 30,533 |
| Total | \$818,772 | \$700,682 | \$667,783 | \$633,188 |



History

In 1967, the BC Provincial Legislature created regional districts, including one for Vancouver. It had four separate legal entities that shared common administrative staffs and had boards of directors that were almost identical. One of these entities was the Greater Vancouver Regional District (GVRD). It was granted wide authority over a number of municipal services and planning, including sewage treatment, water supply, regional parks, social housing, air quality management, and others. The GVRD is composed of 21 municipalities, has 35 members on its board, and casts 112 weighted votes depending on how large an entity someone represents.

The GRVD has planning responsibilities similar to those of most MPOs in the U.S., but it has legislative and regulatory authority over land use. One commentator described it as:

“The Greater Vancouver Regional District (GVRD) is a federation of twenty municipalities and two electoral areas (Figure 1). The GVRD Board comprises directors representing the municipalities as appointed by each municipal council. In the electoral areas the voters of the respective areas elect the directors. The GVRD provides area-wide functions such as regional parks, water and sewage, regional hospital planning and strategic land use planning.”¹

In 1997, the Greater Vancouver Regional District (GVRD) and the provincial government

¹ Toward regional transportation governance: A case study of Greater Vancouver
JOHN F. MELIGRANA, Department of Geography, California State University,
Northridge, California 91330-8249, Transportation 26: 359–380, 1999.
ã 1999 Kluwer Academic Publishers. Printed in the Netherlands.

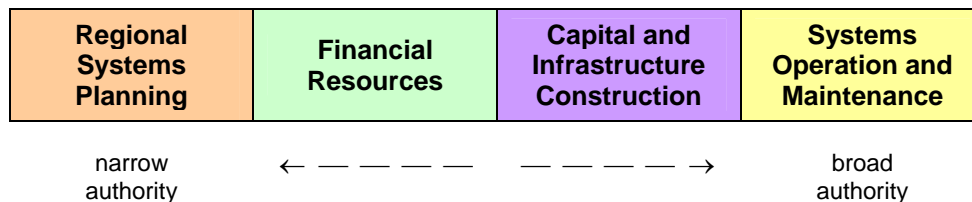
began to negotiate the transfer of responsibility for transit and other regional transportation services from the Province to the GVRD. The overall objective was to promote the development and implementation of transportation plans that would meet the objectives of the Province and the GVRD. The result of these negotiations was the creation of the Greater Vancouver Transportation Authority (TransLink) in April 1999.

Important Historical Dates

1897–1962 BCER – private transit monopoly – poor regional service to suburbs
 1912 West Vancouver begins operation of its own municipal bus service
 1950s BCER invests in modern buses and trolleys
 1961 Province expropriates BCER
 1962–1980 B.C. Hydro operates bus transit
 1972–1975 B.C. Hydro expands bus operation at the direction of NDP government
 1974 Common fare structure agreement between West Vancouver’s blue bus and B.C. Hydro (talk of merger)
 1980 Urban Transit Authority Act – created MTOC – operates bus service
 1982 Urban Transit Authority becomes B.C. Transit
 1983 Transit planning function removed from GVRD
 1993 GVRD publishes Transport 2021
 1999 GVTA created

Governance Elements

- **Municipal Membership is Voluntary or Required**
 Translink was created by the provincial parliament at the behest of GVRD. The GVRD has a voluntary membership, and all municipalities in the region are members
- **The Size of the Region**
 The region is broadly drawn and includes both urbanized areas and rural areas in order to contain “spill over effects” of regional growth.
- **The Mode Responsibilities of the Authority**
 Translink is primarily responsible for both roadway and transit projects in the region.
- **The Transportation Functions of the Authority**
 Translink’s transportation functions include both planning and financing transportation system projects. Translink also has capital and operational responsibilities which it frequently contracts out.



- **Land Use, Economic Development, and other Responsibilities**

While Translink does not have land use authority, it has a series of reciprocal agreements in place with the GVRD to ensure that land use and transportation planning functions are integrated and coordinated. It also has motor vehicle regulatory authority.

- **Regional Authority Leadership**

Translink is governed by a 15-member board that represents locally elected officials from throughout the region. Members must be a member of the GVRG or hold municipal office.

- **Revenue-Sharing or Sub-Regional Equity**

Translink's project prioritization mechanism does not explicitly use revenue sharing or sub-regional equity.

Other Information of an Evaluative Nature: Recent Projects and Financial Crisis

TransLink will be running deficits of \$200 million or more per year by 2010. Since it's not allowed to run deficits, TransLink directors voted to postpone the opening of the Evergreen rapid transit line by nearly two years and deferred buying new SkyTrain cars. Yet they are proceeding with a huge roads project, as suburban directors outvoted Vancouver and Burnaby members to support the province's \$3-billion Gateway project, which will twin the Port Mann Bridge, expand the Trans-Canada Highway and build new truck routes on both sides of the Fraser River.

TransLink is also behind on other transit projects. It was supposed to have 1,800 buses in its fleet by now but has only 1,300, planning vice-president Glen Leicester said. It has built only a third of the rapid transit it had planned. Only 11.5 per cent of travelers in the region use transit instead of 17 per cent as planned. It has barely begun to implement a package of transportation demand management measures such as tolls and transit priority systems.

Marvin Shaffer, an economist who was chief negotiator for the Greater Vancouver Regional District when the province created TransLink in 1999, says it was left in the lurch by the provincial government. TransLink was granted base funding and limited powers to increase transit fares, raise property taxes, collect a Hydro levy and create a parking tax. The province used to pay 100 per cent of rapid transit projects, and at one point promised TransLink it would cover at least 60 per cent. Provincial support has now fallen to less than 20 per cent.

Initially, for funds needed to buy buses, pay for rapid transit lines and build roads and bridges to keep the fast-growing Greater Vancouver region moving, TransLink got two additional options: vehicle levies and tolls, which could have raised another \$100 million/year. But specific proposals for either were not supported by the NDP. Without the vehicle levy, TransLink's operating company, Coast Mountain Bus, had to cut services and that led to a 2001 transit strike. Then-TransLink chairman George Puil became the lightning rod for public discontent; Vancouver voters threw him out of office in 2002.

TransLink was under pressure from the province and its municipal allies to downgrade rapid transit, and replace it with the Richmond-Airport-Vancouver line, now called the Canada Line. TransLink had to eat \$300 million in long-term debt and agree to repay another \$700 million to

the line's private builder once it is running. If TransLink doesn't spend on new projects, it will be running a \$40-million deficit by 2010, when the Canada Line debt arrives. If it builds all the projects in its 10-year outlook, that deficit bloats to \$200 million a year. Problems were also caused by the decision to replace its trolley bus fleet with new trolleys, which cost twice as much as diesels, he said.

There have been recent calls to disband TransLink, and give the authority back to the province, by the Canadian Taxpayers Union, a consumers group. That appears unlikely, for the moment. But a Federal or Provincial bailout is also not going to happen immediately, despite there being no clear idea on the part of anyone as to how to get the agency out of debt.

San Diego Region: San Diego Area Government (SANDAG)

Overview

SANDAG is the primary transportation and planning agency in the San Diego region. Federal law designates SANDAG as a Metropolitan Planning Organization (MPO) and state law designates it as a Regional Transportation Planning Agency (RTPA). SANDAG, operating as the San Diego County Regional Transportation Commission, also administers the half-cent county sales tax known as TransNet. SANDAG is largely responsible for determining the order in which the TransNet projects will be undertaken.

Two main transportation agencies have recently been merged within SANDAG: Metropolitan Transit System (MTS) and North County Transit District (NCTD). The MTS serves 570 square miles of southwestern San Diego County, a land area that includes over 70 percent of the county's population. The system consists of 15 express bus and 3 trolley routes, 74 local/urban bus routes, 6 demand-responsive services, and 2 paratransit operators. The NCTD service area encompasses 1,020 square miles of north San Diego County, with a total population service area of 823,000.

The Region

SANDAG governs transportation concerns in a region that is 4,261 sq. miles and has a population of 3.0 million (2006). The region has 19 jurisdictions (eighteen cities and an unincorporated area).



Primary Transportation Responsibilities

| | Regional Systems Planning | Financial Resources | Capital and Infrastructure Construction | Systems Operation and Maintenance |
|----------|---|---|--|--|
| Local | - | - | - | - |
| County | - | - | - | - |
| Regional | <ul style="list-style-type: none"> The region's principle planning agency for both roads and transit. Plans investment and mobility strategies for the region Congestion management and other MPO duties | <ul style="list-style-type: none"> No general purpose taxing authority Administers Transnet Allocates a significant share of state and federal funds Fares and fees | <ul style="list-style-type: none"> SANDAG will soon begin overseeing transit construction projects. | <ul style="list-style-type: none"> Oversees transit providers |

Significant Planning Authority. State and federal law assign SANDAG many planning responsibilities relating to transportation, housing, and regional planning.

Authority to Condemn Property. State law gives SANDAG eminent domain authority (the authority to condemn property) to carry out its responsibilities.

What authority it doesn't have:

- No Land Use Planning or Regulatory Authority beyond MPO responsibilities.
- No General-Purpose Taxation Authority.

Based on its planning responsibilities, SANDAG prepares the following reports:

- Regional Transportation Plan (RTP). The RTP lists the region's highest priority transportation projects through 2030. It is based on population projections and constrained by funding expectations.
- Regional Transportation Improvement Plan (RTIP). The RTIP is based on the RTP and lists specific projects that address the priorities raised in the RTP over a five-year time frame.
- Regional Short Range Transit Plan (RSRTP). SANDAG also prepares the RSRTP, which establishes short-term transit capital and service priorities for the region consistent with the RTP.
- Regional Comprehensive Plan (RCP). The RCP is a planning document that brings together a number of different regional factors, including transportation, environment, housing, and economic growth. The RCP extends over a 25-year time horizon.

Structure

SANDAG began as a "council of governments," with each local agency appoints one or more elected representatives from its governing board to serve on the governing board of the regional agency. The local representative(s) serve at the pleasure of the appointing agency, and can be replaced when the appointing agency chooses.

SANDAG currently has four main committees and an executive committee:

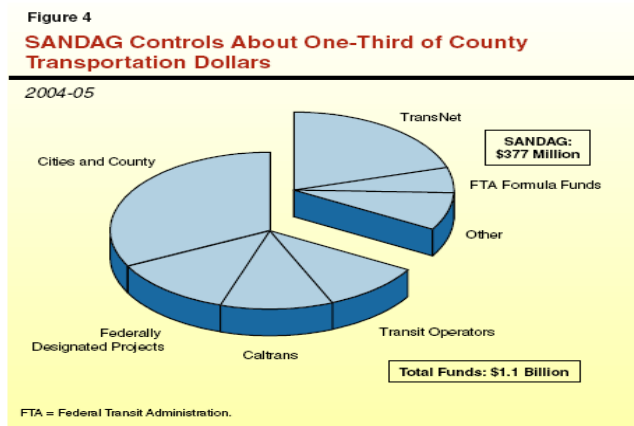
- Executive Committee. This committee provides direction in preparing items for board consideration and reviews SANDAG's overall work program and budget.
- Transportation Committee. This committee advises the SANDAG Board of Directors on major policy-level matters related to transportation. The committee assists in the preparation of regional transportation planning and programming efforts. It provides oversight for the major highway, transit, regional arterial, and regional bikeway projects.

- Regional Planning Committee. This committee provides oversight for the preparation and implementation of the Regional Comprehensive Plan and addresses interregional issues with surrounding counties and Mexico.
- Public Safety Committee. This committee advises the SANDAG Board of Directors on major policy-level matters related to the provision of public safety services.
- Borders Committee. This committee provides oversight for planning activities that affect the borders of the San Diego region (Orange, Riverside, and Imperial Counties, and the Republic of Mexico).

Financing

SANDAG allocates hundreds of million of dollars of federal, state, and countywide transportation resources annually. SANDAG sets tolls on single-occupant vehicles using high occupancy vehicle lanes, has influence over transit fares, and has authority to set tolls. SANDAG imposes assessments and fees to support its own operations.

Of the \$1.1 billion in transportation funding flowing through the San Diego region in 2005, SANDAG has the authority to direct about one-third. Figure 4 shows all transportation funding for San Diego and the sources over which SANDAG exercises a measure of control.



History

In 1966, the incorporated cities in the county formed the Comprehensive Planning Organization (CPO), as a subcomponent of the County of San Diego, to address long-range transportation and other regional planning issues. The CPO was a voluntary association, headed by representatives of the agencies that wished to be part of the organization. Six years later, the members of the planning organization reestablished the organization as a separate joint powers authority, independent of county government. In 1980, CPO changed its name to SANDAG.

Governance Elements

- **Municipal Membership is Voluntary or Required**
SANDAG is a coalition of municipalities that voluntarily came together over time to form a regional coordination system.

- **The Size of the Region**

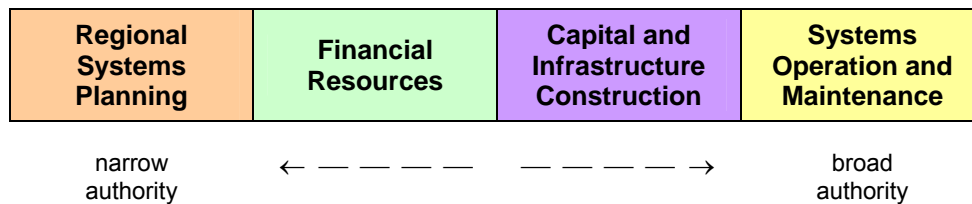
The region's size is large is able to address both present and future regional problems without expanding its borders. The region does not cross any county lines which makes coordination much less complicated

- **The Mode Responsibilities of the Authority**

SANDAG has responsibility for both roadway and transit projects, allowing for integrated planning and decision making and increased accountability.

- **The Transportation Functions of the Authority**

SANDAG has responsibilities across the spectrum of transportation functions: it is responsible for the regional transportation plan, it has considerable financial resources (via state and federal funds), and it has important infrastructure and operational responsibilities for transit services.



- **Land Use, Economic Development, and other Responsibilities**

SANDAG has housing, economic development, and environmental responsibilities, but it does not have any land use responsibilities, and therefore it has very little influence over transportation demand. Land use decisions are made exclusively by local governments.

- **Regional Authority Leadership**

The appointed board consists of municipal leaders from each of the 19 cities in the region, and well as several non-voting advisory members. Members serve at the pleasure of the municipality that nominated them. For any motion to pass, it must have the support of a majority of the members, as well as the support of members who represent at least 50% of the region's population.

- **Revenue-Sharing or Sub-Regional Equity**

SANDAG does not have a revenue-sharing or sub-regional equity practice, although both may be considered in the project prioritization process..

Other Related Issues

SANDAG decisions:

- SANDAG decisions often reflect regional concerns. SANDAG has created an RCP that sets forth a regional vision for growth in multiple areas, including transportation. Consistent with this RCP, the RTP chooses specific projects that reflect a concern with traditional transportation issues, such as congestion relief and cost effectiveness, but also incorporate more regional criteria, including: smart growth components, effects on housing, and environment issues. Projects score points in each of these areas, and the projects with the highest point totals are included in the RTP. This methodology resulted in SANDAG rating very highly “managed lanes” with bus-rapid transit running on them, as evidenced by their prominent place in both the RTP and the projects included in the most recently adopted TransNet measure.
- Regional decision-making faces constraints. Although SANDAG’s membership is geographically diverse, with representatives from cities across the county, the governance structure is not one that automatically fosters a regional perspective on issues. While the decision making and voting requirements necessitate a consensus approach to transportation issues, this consensus need not always represent a true regional perspective on issues. This is because the local officials that make up the SANDAG board are directly answerable only to their local constituents and governing boards. As a result, while SANDAG’s stated intention is to establish plans and choose projects based on their regional benefit, its members may at times be driven more by local concerns. Some of TransNet’s priorities, for instance, appear to be based on returning a “fair share” of funds to each city or in a manner that ensures geographic equity, rather than directing funds where they would maximize regional benefits.
- The SANDAG governing structure does not provide for representation proportional to the population of the region. Except for the City of San Diego, every local agency gets one representative, regardless of size. As a means of addressing this lack of proportionality, SANDAG’s voting procedures were modified to create a dual voting system. To be adopted, every measure must be supported by a majority of the votes cast (the tally vote) and by representatives from local agencies with at least one-half of the population in the region (the weighted vote). Thus, the voting structure of SANDAG provides representation proportional to population only to the extent that it allows representatives of jurisdictions comprising a majority of the region’s population to stop a proposal supported by smaller jurisdictions. This structure encourages the organizations focus on consensus decision making, a process that does not highlight public debate.
- SANDAG’s influence on transportation demand is limited. Transportation planning is highly dependent on land use, density, and travel patterns. SANDAG, however, has very little direct or indirect authority over any of these major factors. While SANDAG creates the regional plans and directs transportation funds to carry out those plans, it cannot force the cities and the county to develop according to its plans, nor does it possess significant tools necessary to create incentives that would encourage development consistent with these plans. As a result, it largely takes transportation demand as a given, and attempts to match it with adequate supply.
- SANDAG has no land use authority, due primarily to the fact that land use decisions are made by local governments without SANDAG input or review. In creating its regional plans, SANDAG can only take the local general plans as given and structure its plan around them, and in fact land use decisions have not been transferred to SANDAG.
- Other areas of concern or commendation mentioned were:
 - RTPs not done according to smart growth principles.
 - Improved Coordination of Transit Services
 - Economies of Scale in Capital Project Development.
 - Coordination Between Transit Operators.
 - Consolidation Under SANDAG Needs Clarification
 - Reallocation of Planning Staff..
 - Oversight May Be Overly Detailed.

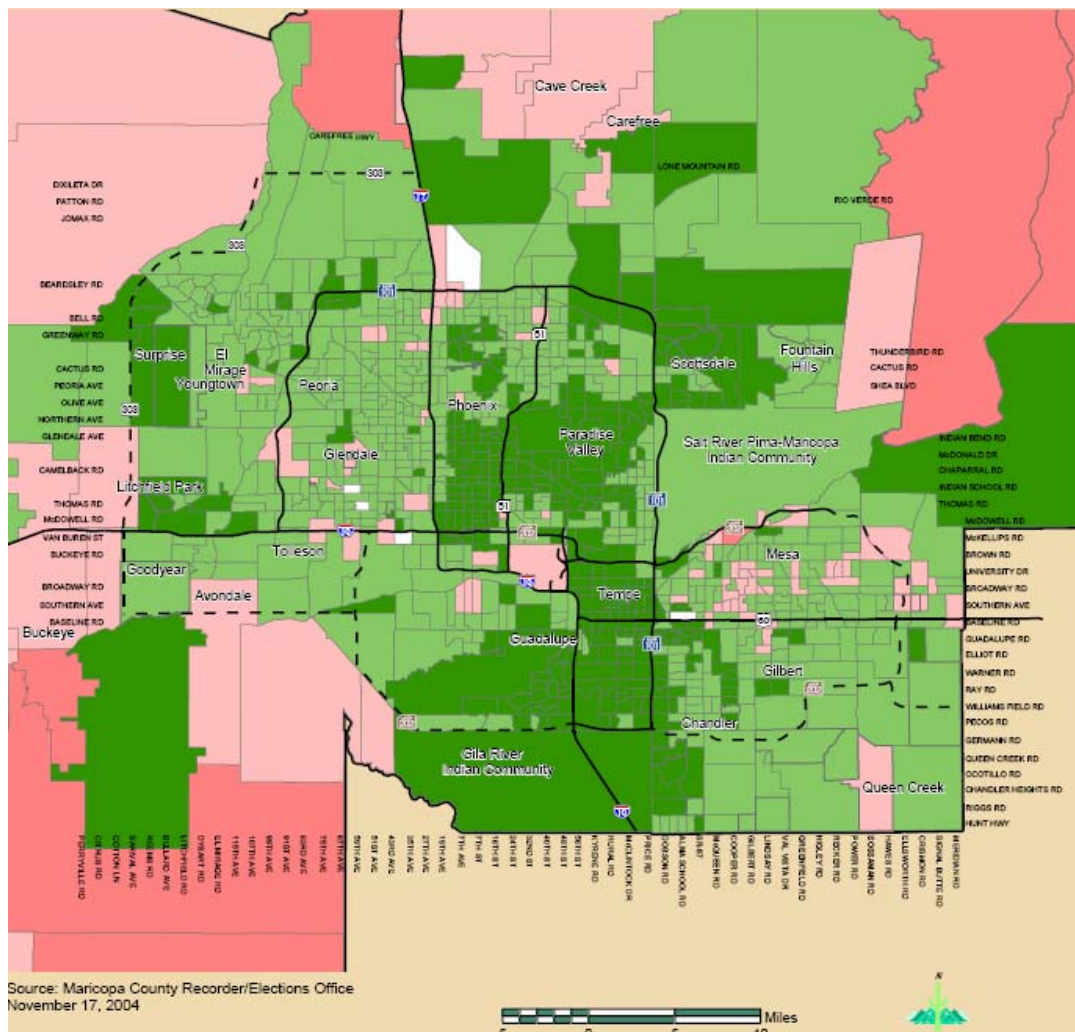
Phoenix/Maricopa County: Valley Metro RPTA

Overview

In late 2004, Phoenix approved Proposition 400, an integrated roads and transit funding package that will provide \$9 billion in regional transportation revenue over the next 20 years. The county-wide measure passed with 58% of the vote, winning in nearly every precinct and boasting the support of every mayor in Phoenix's Maricopa County. The Phoenix example is noteworthy because the regional transportation coalition was so successful in creating a clear, business-backed vision of the transportation system that voters clearly approved of.

The Region

The Regional Public Transportation Agency (RPTA) serves Maricopa County, population 3,072,149. Bus service area is 266 sq. miles, and 1,720,122 people live within the service area. RPTA operates a bus fleet, regional rideshare vanpools and dial-a-ride vehicles and 43 park and rides, and three transit centers. Light rail service and Bus Rapid Transit (BRT) is under construction and expected to begin operation in 2008.



Primary Transportation Responsibilities

| | Regional Systems Planning | Financial Resources | Capital and Infrastructure Construction | Systems Operation and Maintenance |
|----------|--|--|---|--|
| Local | - | - | - | - |
| County | - | - | - | - |
| Regional | <ul style="list-style-type: none"> Participates in regional planning with the MPO | <ul style="list-style-type: none"> Sales tax (from Prop. 400) Fares State & federal grants Lottery (LTAF) No taxing authority for transportation. | <ul style="list-style-type: none"> Transit infrastructure improvements Light Rail | <ul style="list-style-type: none"> Operate regional service Paratransit Light rail (2008) Rideshare and TDM programs |

In addition to operating the transit service, RPTA is also required to participate in regional transit planning, which culminates in the Regional Transportation Plan (RTP). It is responsible for implementing transit service mandated by the plan. The Regional Transportation Plan was funded when voters passed Proposition 400 in November of 2004, which supplies a half-cent sales tax that helps fund projects in the RTP. Valley transit service upgrades will be made over the course of the next 20 years based on funding availability, and project timelines. In addition, the authority is responsible for transit public information, and marketing for both the Maricopa County Trip Reduction Program and the Clean Air Campaign.

Additional planning: RPTA has a close relationship with the Transportation Policy Committee (TPC) of the Maricopa Association of Governments (MAG) which is in overall charge of developing the Regional Transportation Plan. The TPC is a 22-member committee made up of representatives from cities and towns throughout region, business leaders, Arizona DOT, Maricopa County, the freight industry, transit providers and the Citizens Transportation Oversight Committee. Some features of the current plan:

- New and improved freeways
- Improved streets and intersections
- Nearly 28 miles of extensions to the already planned 30-mile segment of the light rail system
- Consistent bus service across city boundaries
- Safety planning, computerized freeway management, litter control and landscaping

The RTP contains transit improvements, including BRT and light rail, to be rolled out in four phases over the course of the next 20 years.

Structure

RPTA is a political subdivision of the State of Arizona overseen by a board of elected officials. Valley Metro membership is voluntary, and open to all municipalities in Maricopa County and the county government. Current members are: Avondale, Chandler, El Mirage, Town of Gilbert, Glendale, Maricopa County, Mesa, Peoria, Phoenix, Scottsdale, Surprise, and Tempe, each represented on the board by Mayors or Council members. There is one Maricopa County supervisor. Member municipalities self-select who is on the board, and when they are recalled.

Financing

The RPTA has a total current budget of \$173,227,687. Financing for this is as follows: Bus fares \$ 30,548,862, Dial-a-Ride fares \$ 1,230,403, Vanpool fares \$ 1,791,450 and Federal, state and local funds \$ 139,656,972. It has Annual Operating Expenses operating within the budget of \$173,227,687. Its operating expenses break down as: Bus service \$ 143,564,423, Dial-a-Ride service \$ 27,961,152, and Vanpool service \$ 1,702,112.

As members of the Valley Metro, each agency must spend Local Transportation Funds (LTAF) revenues from the Arizona Powerball Lottery on public transportation. An agency with a population of 300,000 or more must spend all of its funds on transit services. Agencies of 60,000 or more must commit at least one-third of the LTAF funds to transit services and those areas with a population of less than 60,000 must commit three-quarters of the LTAF funds to transit services.

Governance Elements

- **Municipal Membership is Voluntary or Required**

By creating Valley Metro, Maricopa voters chose to create a new transit agency rather than vest transit functions with the existing Maricopa Association of Governments (MAG), which is the MPO entity. However, Valley Transit and the MAG are required by statute to coordinate planning functions.

- **The Size of the Region**

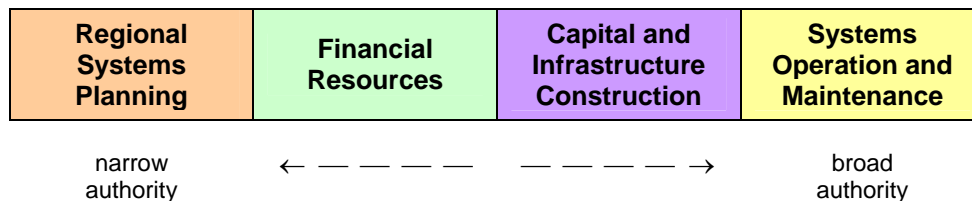
The MAG boundaries capture most the regional growth do not cross county lines.

- **The Mode Responsibilities of the Authority**

Valley Metro is responsible for transit services.

- **The Transportation Functions of the Authority**

Valley Metro is engaged in the full spectrum of transit delivery, planning, funding, building, and operating.



- **Land Use, Economic Development, and other Responsibilities**

Valley Transit participates in the regional planning process with the MAG, but does not have any other significant responsibilities. MAG itself is responsible for transportation planning, but not land use planning beyond what is required of it as an MPO.

- **Regional Authority Leadership**

Valley Transit is governed by an appointed board comprised of municipally elected leaders.

- **Revenue-Sharing or Sub-Regional Equity**

Valley Transit does not have a revenue-sharing or sub-regional equity program. However, the array of projects funded by Proposition 400 are fairly equitably spread throughout the region.

Additional info

1985: Arizona Legislature passed a law enabling citizens of Maricopa County to vote on a sales tax increase to fund regional freeway improvements and provide for the creation of the Regional Public Transportation Authority (RPTA). In October of that year, Maricopa County voters overwhelmingly supported passage of a proposition which approved a one-half cent sales tax to fund freeway construction and provide \$5 million (inflated annually) as seed money for regional transit service expansion. The RPTA will received this funding through 2005. The RPTA was charged with developing a regional transit plan, finding a dedicated funding source for transit, and developing and operating a regional transit system.

1993: RPTA Board adopted Valley Metro as the identity for the regional transit system. The Valley Metro name and graphic design were chosen to help unify public transit systems in the Valley. In addition, a number of cities have adopted this regional identity into their fleet of vehicles.

1996: city of Tempe passed a half-cent sales tax dedicated for transit, allowing them to expand their existing bus service and explore future options, such as light rail.

1998: the city of Mesa passed its Quality of Life half-cent sales tax, which dedicated a small portion for transit, with the remainder going toward parks and recreation and police and fire departments.

2000: the city of Phoenix passed a four-tenths of a percent sales tax for improvements to local bus service, Bus Rapid Transit (beginning 2003), Light Rail (beginning 2008), Neighborhood Mini-Bus Service, and more.

2001: the city of Glendale passed a half-cent sales tax dedicated for transit and other transportation improvements. Its transit plan was modeled after the city of Phoenix's plan.

2005: Peoria voters approved a three-tenths cent sales tax increase dedicated to funding transportation projects and services in Peoria, for the next 20 years up to \$200 million in projects that a citizen committee has identified as critical to the city's transportation infrastructure.

Examples of Regional Governance

| | Metro (Portland, OR) | Translink (Vancouver, BC) | SANDAG (San Diego, CA) | Valley Metro (Phoenix, AZ) | Puget Sound (currently) |
|---|--|---|--|--|---|
| Region Description | Urbanized Areas of Tri-County Area | Broad Region Around Vancouver | San Diego County | Urbanized Areas (+) of Maricopa | Three- or four-county area or urbanized areas |
| Population | 1.3 Million (2005) | 2.1 Million (2005) | 3.0 Million (2005) | 3.0 Million (2005) | 3.1 Million (2006, Urbanized) |
| Size | 462 Sq. Miles | 1,110 Sq. Miles | 4,261 Sq. Miles | 266 Sq. Miles (bus service area) | 1,086 Sq. Miles (Urbanized) |
| Roads Authority | Planning and administration of fed/state grants | Plans, funds, builds and operates regional roads | Planning only (not funding, construction, or operations) | None | PSRC, WSDOT, counties & cities |
| Transit Authority | Minimal planning functions | Plans, funds, builds, and operates transit. | Plans, funds, and builds (no operations or maintenance) | Plans, funds, builds and operates | 5 Transit agencies |
| Other Regional Authority | Extensive land use planning, provides parks, operates civic facilities, and solid waste/recycling. | Cooperates with land use planning agencies. | Land Use Planning (MPO), Housing and Economic Development, Data Clearinghouse. | None | PSRC: growth mgmt, econ development |
| Board Appointed/Elected | Unique elected board. | Municipal leaders appointed by regional agency | Appointed board of municipal leaders from 19 districts; majority and weighted majority voting. | Appointed board of municipal leaders. | PSRC, ST, RTID: appointed boards of municipal leaders |
| Membership Mandatory | Membership required by statute, strong authority over local jurisdictions | Authority granted by provincial parliament. | Originated as a voluntary coalition of local governments. | Required by statute to coordinate on planning with MPO. | PSRC: voluntary membership, consultation in planning, not approval |
| Project Prioritization Procedure | Local municipalities nominate projects, Metro prioritizes projects that meet regional/state goals. | Translink prioritizes projects, currently hampered by lack of provincial funds. | Transportation Committee advises on prioritization according to regional plan. | Adheres to regional transportation plan developed by MPO. | Regional plan guides local and state project selection, but does not control. |
| Funding Equity | Revenue-sharing and area equity are considerations in the prioritization process. | No explicit revenue-sharing or area equity provisions. | Some funds distributed based on a population formula, while others are based on regional priorities. | No explicit revenue-sharing or area equity provisions, but the authorizing vote spread out projects. | ST: sub-area equity provisions (funds are spent where they are collected) |